

Message Text

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ACTION L-03

INFO OCT-01 EUR-25 NEA-10 IO-13 ADP-00 INRE-00 NSCE-00

SSO-00 USIE-00 PA-03 PRS-01 PM-07 NSC-10 SS-15 RSC-01

H-03 CAB-09 CIAE-00 COME-00 DODE-00 EB-11 INR-10

NSAE-00 FAA-00 DOTE-00 OIC-04 RSR-01 /127 W

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FM AMEMBASSY ROME

TO SECSTATE WASHDC 0521 IMMEDIATE

INFO AMEMBASSY TEL AVIV

AMEMBASSY BEIRUT 1438

AMEMBASSY USUN NEW YORK 1647

C O N F I D E N T I A L ROME 8967

E.O. 11652: GDS

TAGS: ICAO, ETRN

SUBJECTS: ICAO AIR SECURITY CONFERENCE: ISRAELI/ARAB ISSUE

FROM AMBASSADOR ROUNDTREE

REFS: /STATE 172906 AND/JERUSALEM 930

1. REFTEL (A) REACHED ME AFTER CONCLUSION TODAY'S ASSEMBLY MTG AND FINAL VOTE ON LEBANESE RESOLUTION (87 YES(U.S.) - 1 OPPOSED (ISRAEL) - 4 ABSTENTIONS (BOLIVIA, IRELAND, SINGAPORE AND THAILAND)). THREE ABSTENTIONS BASED ON LACK OF INSTRUCTION, IRELANDS WITH EXPLANATION RESOLUTION NOT STRONG ENOUGH. THUS, DESPITE THIS THIRD CONDEMNATION OF, AND WARNING TO, ISRAEL IN A THREE-WEEK PERIOD, ISRAEL HAS BEEN SPARED SANCTIONS WHICH WE AND THEY HAD FEARED MIGHT BE INEVITABLE. ALTHOUGH ISRAEL NATURALLY WOULD HAVE PREFERRED THIS DESIRABLE OUTCOME TO HAVE BEEN ACCOMPANIED BY U.S. NEGATIVE VOTE, DEPT FULLY AWARE THIS WAS NOT VIABLE COMBINATION, IN LIGHT NECESSITY
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IN OUR JUDGMENT WE NEGOTIATE MATTER WITH LEBANESE

AS MEANS OF ENCOURAGING THEM TO WORK WITH US IN FENDING OFF DEMAND FOR SANCTIONS.

2. I HAD HOPED THAT ISRAELI AMB. UNDERSTOOD TACTICAL SITUATION HERE WHICH CAUSED US WITH DEPTS CONCURRENCE TO CONSIDER AGREEMENT ON A DRAFT TEXT WITH LEBANON TO BE IN OUR AND ISRAELS SHORT-TERM AND LONG-TERM INTERESTS. WHATEVER RUMORS HE MIGHT HAVE HEARD AND PASSED TO GOI THAT LEBANESE HAD QTE MANUFACTURED UNQUTE THREAT ARE IN OUR JUDGMENT WITHOUT FOUNDATION. WE ARE CONVINCED THAT IT WAS ONLY BECAUSE OF THEIR STRONG DESIRE TO PRESERVE UNITY THAT LEBANESE USED THEIR INFLUENCE TO DISSUADE ARAB-AFRICANS FROM MORE DRASTIC PROPOSAL. HAVING COMMITTED OURSELVES TO LEBANESE, MATTERS IN ASSEMBLY MOVED RAPIDLY AND WITH FEWER COMPLICATIONS THAN MIGHT HAVE BEEN EXPECTED. REGARDING SHAVLEVS COMMENTS THAT OTHER DELEGATIONS DESIRED CHANGES IN LANGUAGE, DEPT KNOWS OF PROBLEMS WE HAD WITH WORDING IN SEVERAL RESPECTS AND EFFORTS WE MADE TO OBTAIN MODIFICATIONS IN LANGUAGE. OUR EARLY CANVASSES INDICATED EE'S FRANCE, UK AND CANADA PLANNING TO SUPPORT RESOLUTION AS DRAFTED WHILE NETHERLANDS, FRG AND ITALY TROUBLED BY PARA 3 GIVEN WIDE CO-SPONSORSHIP OF RESOLUTIONS THESE LIKE-MINDED DELEGATIONS WERE POWERLESS MINORITY.

3. DOUBTLESS BECAUSE THE ISRAELIS REALIZED THESE FACTS, THEIR DELEGATES ON TWO OCCASIONS OBSERVED TO USDEL MEMBERS THAT DEBATE UPON WORDING OF THE RESOLUTION WOULD BE NON-PRODUCTIVE AND AGREED WITH USDEL OFFICERS COMMENT THAT THIS COULD BRING ABOUT DEMANDS FOR STRONGER LANGUAGE. (IN FACT, NUMBER OF CO-SPONSORS IN THEIR INTERVENTIONS EXPRESSED REGRET TEXT WAS NOT STRONGER.) MOREOVER, ISRAELI DELEGATE BARMOR COMMENTED TO USDEL MEMBERS IN COURSE OF DAY THAT HIS DELEGATION RECOGNIZED IMPORTANCE OF DISPOSING OF ITEM QUICKLY IN VIEW IMPENDING DEPARTURE FROM ROME THIS EVENING OF CHAIRMAN BINAGHI WITH INEVITABILITY THAT DIALLO (SENEGAL) WOULD SUCCEED HIM IN CHAIR FOR ANY DELIBATIONS AFTER TODAY. ISRAELIS
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I FEEL SURE SHARE OUR VIEW THAT HOWEVER THEY REGARD THEIR TREATMENT WITH BINAGHI PRESIDING, IT WOULD HAVE BEEN WORSE WITH AFRICAN CHAIRMAN WHO WAS CO-SPONSOR OF RESOLUTION. BINAGHI REALIZED THIS HIMSELF AND DID EVERYTHING POSSIBLE TO PUSH RESOLUTION THROUGH, INCLUDING PERSONAL PRIVATE APPEALS TO LATIN AMERICANS NOT TO ASK FOR A WEEK'S POSTPONEMENT OF VOTING, WHICH WOULD HAVE KEPT ISSUE ALIVE AND PREOCCUPIED

DELEGATES LEAVING OPEN STRONG POSSIBILITY THAT MODERATE APPROACH MIGHT UNRAVEL.

4. WHILE WE OF COURSE WOULD HAVE PREFERRED A MORE MODERATE RESOLUTION IT IS MY CONSIDERED JUDGMENT THAT THIS WAS UNATTAINABLE. THIS IS PARTICULARLY TRUE IN LIGHT OF HIGHLY POLEMICAL ATMOSPHERE WHICH PERVADED MTG DURING PRESENTATION OF ISRAELI AMB, GENERATING NUMEROUS LOUD OUTBURSTS BY ARAB DELEGATES ON POINTS OF ORDER AND APPEALS BY PRESIDENT BINAGHI TO ISRAELI TO CONFINE SPEECH TO POINTS DIRECTLY RELATED TO AGENDA ITEM. ALTHOUGH ISRAELI AMB. DID INCLUDE TOWARDS THE END OF HIS LENGTHY STATMENT WORDING ALONG THE LINES PARA 4 REFTEL (B) , THIS CAME DURING HIGHLY INFLAMED SITUATION ON FLOOR SO ITS IMPACT WAS TOTALLY LOST UPON ALL EXCEPT THOSE FEW DELEGATES PRIMED IN ADVANCE TO LISTEN FOR SPECIFIC WORDING.

5. IN SUMMARY, OUR APPROACH TO THIS MATTER HAS BEEN ONE OF CONSERVATISM, WITH OUR MAJOR EFFORT ON THE ONE HAND TO AVOID MOVE TO IMPOSE SANCTIONS AGAINST ISRAEL WHICH HAD SEEMED ALMOST INEVITABLE, AND ON THE OTHER HAND, TO AVOID AN AMERICAN POSITION THAT COULD SERIOUSLY UNDERMINE OUR EFFECTIVENESS IN PARTICIPATING IN THE IMPORTANT AND MORE POSITIVE ASPECTS OF THE WORK OF THE CONFERENCE AND ASSEMBLY. WE BELIEVE THESE OBJECTIVES HAVE BEEN ACHIEVED.

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